

Message Text

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11

ORIGIN IO-14

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EUR/WE:RDVINE(SUBSTANCE)

----- 074810

R 052219Z FEB 74

FM SECSTATE WASHDC

TO AMEMBASSY PARIS

INFO USMISSION GENEVA

AMEMBASSY BONN

AMEMBASSY LONDON

AMEMBASSY ROME

AMEMBASSY OTTAWA

AMEMBASSY MOSCOW

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E.O. 11652 NA

TAGS: ILO, AORG, PFORS, FR, UNESCO

GENERAL

1. EMBASSY SHOULD APPROACH QUAI IN CONNECTION WITH US
SUPPORT FOR BLANCHARD.

2. YOU SHOULD SAY THAT OUR SUPPORT OF BLANCHARD DOES NOT
MEAN WE HAVE CHANGED POSITION ON THE ILO MATTERS OVER WHICH
WE AND GOF HAVE HONEST DIFFERENCES, AND THEN SET FORTH THE
POINTS LISTED IN FOL PARAS.

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3. WE REMAIN FIRMLY OPPOSED TO HAVING SOVIET OR EE NATIONAL AS CHAIRMAN OF ILO GOVERNING BODY.

4. WE CONTINUE TO INSIST THAT THE WORKER AND EMPLOYER GROUPS, AT ALL LEVELS IN THE ILO, SHOULD RETAIN THEIR AUTONOMY IN CHOOSING THEIR OWN REPRESENTATION ON TRIPARTITE BODIES OF THE ILO, AND DETERMINING THEIR OWN POSITIONS ON ILO ISSUES. THIS BRINGS US IN CONFLICT WITH THOSE ILO MEMBERS WHO FAVOR VARIOUS FORMULAE THAT WOULD HAVE THE EFFECT OF IMPOSING SO-CALLED EMPLOYER AND WORKER REPRESENTATIVES OF THE USSR AND EE STATES IN THE WORKER AND EMPLOYER GROUPS OF THE VARIOUS PARTS OF THE ILO, WHETHER THE MAJORITY OF THE WORKER AND EMPLOYER REPS WANTED THEM OR NOT. ONE SUCH FORMULA IS TERMED "EQUITABLE GEOGRAPHIC DISTRIBUTION." THIS WOULD CREATE SEPARATE EE REGION, AND THEN

ESTABLISH QUOTAS FOR EACH OF THE THREE GROUPS UNDER WHICH ALL BODIES WOULD BE FORCED TO INCLUDE STIPULATED NUMBER OF TRIPARTITE REPS FROM ALL REGIONS INCLUDING EE. USG CONCERN IS WITH THE GENUINE AUTONOMY OF THE GROUPS. WERE THE GROUPS TO ELECT, FREELY AND WITHOUT EXTERNAL INFLUENCE, REPRESENTATIVES FROM EE, USG WOULD ABIDE BY THIS DECISION, AS WE HAVE ACCEPTED THE WORKER GROUP'S ELECTION AND RE-ELECTION OF THE SOVIET WORKER TO THE GOVERNING BODY SINCE 1966. WE ARE NOT TRYING TO KEEP EES OUT, WE ARE TRYING TO PRESERVE THE AUTONOMY OF THE WORKER AND EMPLOYER GROUPS.

5. USG REALIZES THAT ITS SUPPORT FOR BLANCHARD DOES NOT ENTITLE IT TO EXPECT THAT GOF WILL REVERSE ITS SINCERELY HELD VIEWS THAT SOVIETS "ENTITLED" TO GB CHAIRMANSHIP AND THAT, BECAUSE OF POLITICAL CONSEQUENCES OF EMPLOYER AND WORKER GROUP AUTONOMY, GOVERNMENTS SHOULD IMPOSE ELECTION RULES ON THOSE GROUPS. WE DO HOPE, HOWEVER, THAT THE GOF WILL NOT FIND IT NECESSARY TO PRESS THESE VIEWS WITH VIGOR.

6. ON QUESTION OF GOVERNING BODY CHAIRMANSHIP, WE UNDERSTAND HOW STRONGLY GOF HOLDS VIEW THAT EUROPE HAD MERELY POSTPONED ITS TURN IN 1972 WHEN BOTH SOVIET AND FRG CANDIDATES WITHDREW IN FAVOR OF CANADIAN, AND THAT IT WAS "UNFAIRLY" DENIED THAT TURN IN 1973 WHEN EUROPEAN CANDIDATE LIMITED OFFICIAL USE

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WAS CONFRONTED BY AND LOST ELECTION TO AN LA OPPONENT. WHILE NOT EXPECTING GOF OR OTHER EUROPEANS (WEST OR EAST) TO AGREE WITH VIEW STATED BY GHANAIAN REP AFTER 1973 ELECTION OF MUNOZ-LEDO THAT EUROPE HAD FORFEITED ITS "TURN" IN 1972, WE HOPE THAT GOF WILL FIND IT POSSIBLE TO AGREE THAT AFRICA AND ASIA HAVE REASON TO BELIEVE THE 1974 AND 1975 "TURNS" ENTITLE THEM TO NOMINATE THEIR RESPECTIVE CANDIDATES ON THOSE YEARS. THIS OF COURSE,

WOULD NOT, AS A MATTER OF RIGHT, PRECLUDE EUROPE FROM ALSO NOMINATING ITS CANDIDATE -- THOUGH FOR PRACTICAL REASONS IT MAY NOT CHOOSE TO CONTEST THOSE CANDIDATURES (PARTICULARLY WITH AN EE CANDIDATE, WHO AGAIN WOULD LOSE A CONTESTED ELECTION). AS A PRACTICAL MATTER, THEREFORE, THIS WOULD HAVE THE EFFECT OF POSTPONING ANOTHER EE CANDIDATURE FOR ANOTHER TWO YEARS, WITHOUT ASKING THE GOF PUBLICLY TO ABANDON EUROPE'S CLAIM AS A MATTER OF PRINCIPLE.

7. CHAIRMANSHIP OF GOVERNING BODY IS OF CONCERN TO US NOT ONLY FOR THE INFLUENCE OF THE OFFICE, BUT BECAUSE ELECTION TO THE OFFICE BESTOWS RECOGNITION AND ACCEPTANCE NOT ONLY OF THE HOLDER, BUT OF THE SOCIAL AND ECONOMIC SYSTEMS THAT HE REPRESENTS THROUGH HIS OWN NATIONAL HERITAGE. WHEN SEEKING USG SUPPORT OF BLANCHARD, GOF EXPRESSED TO US THE VIEW THAT ILO/DG SHOULD COME FROM A COUNTRY WITH STRONG TRADITION OF TRADE UNION FREEDOM.

FOR SAME REASON, USG BELIEVES IT IMPORTANT THAT GB CHAIRMAN NOT BE FROM USSR OR ITS IDEOLOGICAL ADHERENTS WHO ARE FOREMOST PUBLIC DEPRECATORS OF "CLASS COOPERATION" AND PLURALISTIC DECISION MAKING SYSTEM OF TRIPARTITE ILO. PRESTIGE OF THIS KIND, FURTHERMORE, IS TRANSLATABLE INTO POWER.

8. ON QUESTION OF IMPOSING ON NON-GOVERNMENT GROUPS ANY FORMULA THAT WOULD GUARANTEE ELECTION OF SOVIET OR EE WORKER AND EMPLOYER REPS ON ILO TRIPARTITE BODIES AGAINST THE WISHES OF THE MAJORITY OF WORKER AND EMPLOYER REPS, WE HOPE THAT GOF, EVEN THOUGH NOT ABANDONING ITS VIEWS ON THE MATTER, MAY FIND IT POSSIBLE TO CONFINE ITS EXPRESSION OF THESE VIEWS TO MERELY CASTING ITS VOTE, AND WILL NOT FIND IT NECESSARY TO LOBBY WITH OTHER ILO MEMBERS IN SUPPORT OF LIMITED OFFICIAL USE

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THESE VIEWS.

9. THE USG FACES CONTINUING AND POTENTIALLY SEVERE DOMESTIC PROBLEMS IN ITS ILO RELATIONS, AND THE HEART OF THESE PROBLEMS IS THE AUTONOMY OF WORKERS AND EMPLOYERS TO DIRECT THEIR OWN AFFAIRS IN THE ILO. IF THEY ARE DEPRIVED OF THIS AUTONOMY, EITHER BY DIRECT GOVERNMENT PRESSURES OR BY HAVING TO ACCEPT GOVERNMENT-CONTROLLED WORKER AND EMPLOYER REPS FROM COUNTRIES WITH CENTRALIZED POLITICAL AND ECONOMIC SYSTEMS, THE ADVERSE REACTIONS IN THE US MIGHT BE SO SEVERE AS TO RESULT IN OUR WITHDRAWAL.

10. EMBASSY SHOULD MAKE POINT OF STATING THAT IN SPITE OF POLICY DIFFERENCES USG AND GOF HAVE AND HAVE HAD ON THESE TWO ISSUES IN ILO, WE HAVE GREATEST RESPECT FOR FRENCH

REPRESENTATIVES WITH WHOM WE DEAL IN ILO. OUR DIFFERENCES HAVE NOT PREVENTED US FROM CO-OPERATING IN AREAS WHERE WE ARE IN AGREEMENT. WE LOOK FORWARD TO CONTINUED CO-OPERATION WITH GOF REPS IN ILO MATTERS.

11. IF IT IS POSSIBLE TO REACH ALEXANDRE PARODI, GOF REP ON ILO GOVERNING BODY, EMBASSY SHOULD INFORM HIM BEFORE TALKING WITH QUAI OF GENERAL CONTENTS OF THIS MESSAGE.

ALTHOUGH WE ARE REALLY GOING OVER PARODI'S HEAD IN THIS INSTANCE, WE WISH TO PUT AS GOOD A FACE ON OUR ACTION AS POSSIBLE IN ORDER TO GIVE HIM AS LITTLE OFFENSE AS POSSIBLE. WE HAVE EXCELLENT WORKING RELATIONS WITH HIM, AND WISH TO PRESERVE THEM SINCE HE CAN BE OF GREAT ASSISTANCE TO US IN SECURING IMPORTANT FINANCIAL AND ADMINISTRATIVE REFORMS. WE KNOW HE IS SENSITIVE TO REAL OR IMAGINED INSTANCES OF BEING BYPASSED IN ILO MATTERS.

12. BONN, LONDON, ROME, OTTAWA, MOSCOW. THIS IS FOR YOUR INFORMATION ONLY. YOU SHOULD NOT DISCUSS OUR DEMARCHE TO GOF WITH HOST GOVT OR OTHER ELEMENTS OF ILO COMMUNITY IN YOUR COUNTRIES, BUT YOU MAY STATE US POSITION ON CHAIRMANSHIP OF GOVERNING BODY AND "EQUITABLE GEOGRAPHIC DISTRIBUTION" FORMULA SHOULD OCCASION ARISE. KISSINGER

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